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                       IN THE UNITED STATES DISTRICT COURT
                           FOR THE DISTRICT OF MARYLAND
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                                 NORTHERN DIVISION
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        J. DOE 4, et al.,
                     Plaintiffs,
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                                         CIVIL CASE NO.
                     VS.
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                                         8:25-cv-000462-TDC
        UNITED STATES DOGE
 6
        SERVICE, et al.,
                     Defendants.
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                           WEDNESDAY, NOVEMBER 19, 2025
                                Greenbelt, Maryland
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                            TRANSCRIPT OF PROCEEDINGS
                      TELEPHONIC CASE MANAGEMENT CONFERENCE
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                     BEFORE THE HONORABLE THEODORE D. CHUANG
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       For the Plaintiffs:
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       Nicole M. Rubin, Esquire
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        Federal Programs Branch
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        (Proceedings Recorded by Audio Recording - Transcript Produced by Computer-aided Transcription)
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                Reported by: Amanda L. Longmore, RPR, CRR, FCRR
                         Federal Official Court Reporter
24
                         101 W. Lombard Street, 4th Floor
                            Baltimore, Maryland 21201
                                                                  Exhibit
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                                    410-962-4474
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# PROCEEDINGS

(10:02 a.m.)

THE CLERK: The matter now pending before this court is Civil Action Number 25-0462-TDC, J. Doe 4, et al., versus Elon Musk, et al. We are here today for the purpose of a Case Management Conference. Beginning with the plaintiffs, counsel please identify yourselves for the record.

MR. WARREN: Good morning, Your Honor. This is

Andrew Warren of Democracy Defenders Fund on behalf of the
plaintiffs. I'm joined today by Beth Stevens and Nicole Rubin.

THE COURT: Good morning.

MR. SILER: Good morning, Your Honor. This is Jacob Siler with the Department of Justice on behalf of the United States, and with me on the line is James Wen, also from my office.

THE COURT: Okay. Good morning, everyone.

So we are here for a Case Management Conference. There is this notice that was filed by the defendants regarding a discovery-type motion. We also have a protective order proposal here.

And on that first point, just to clarify for everyone, everyone's in agreement with this stipulated order regarding confidentiality of discovery materials; is that correct?

MR. WARREN: This is Andrew Warren. Yes, Your Honor, on behalf of the plaintiffs we are.

1 THE COURT: And for the Government, too? 2 MR. SILER: Your Honor, this is Jacob -- yeah, this is Jacob Siler. I believe you're talking about Docket 181, and 3 that's correct, we are in agreement on that. 4 So the only thing I will tell you, 5 THE COURT: because I do this in pretty much all of these cases, is I think 6 7 I'm fine with it, but there's a line on the last page which I'm planning to delete. It says, "The Clerk of the Court may 8 9 return to counsel for the parties, or destroy, any sealed material at the end of the litigation, including any appeal." 10 11 And I typically take that line out. This order's really governing what the parties are doing. I'm not going to bind 12 13 the court. I mean, we're certainly not releasing sealed 14 material, but the timing of what happens with things is 15 sometimes governed by other record rules and I'm not going to 16 deviate from that. 17 So if I take that line out and then sign this, does anybody have any issues with that? 18 19 No objection from the plaintiffs, Your MR. WARREN: 20 Honor. 21 MR. SILER: None from the Government, either. 22 THE COURT: So we can get that docketed today okay. 23 and get that taken care of. 24 Now, as for the motion for protective order on the 25 depositions, let me ask the plaintiffs, I haven't asked you to

respond to the letter so nothing wrong with not having done that, but I was interested in your take on not just wanting to depose these individuals, and it looks like it's Mr. Musk, Mr. Marocco, and Mr. Lewin, but they have a concern about discovery regarding the mental processes of government actors in reaching a decision. And maybe you can tell me, is that an area you plan to get into and, if so, why?

MR. WARREN: Yes, Your Honor. Again, this is Andrew Warren.

The short answer to the Court's question is no, we don't intend to get into that. You know, that argument that the Government raises is inevitable to fail for a couple of reasons. One, they are bringing that from the context of depositions, and the deliberative process privilege and mental process privilege applies to documents. We're not aware of any Fourth Circuit cases applying it to deposition testimony.

But beyond that, the privilege, as the Court is aware, applies to predecisional information, so that's information that is predecisional and deliberative in nature. It's not regarding an agency's federal position.

And of course the privilege is not absolute. The privilege only apply to opinions and not facts. There are reasons behind it, of course, to protect the integrity of the deliberative process. We are not intending to get into any of that.

The plaintiffs are seeking discovery on essentially why decisions -- excuse me, not seeking discovery on why decisions were made in terms of what positions the Government contemplated and why they arose at -- arrived at one position rather than another. That's the deliberative nature that the privilege protects.

Instead, what the plaintiffs are seeking discovery on is with regard to the Appointments Clause claim, and as the Court acknowledged in its memorandum granting a preliminary injunction, who made the decisions at issue and under what authority they had.

And regarding the separation of powers claim, we need to determine the current state of operations and whether those operations are complying with the statutory minimum as required of USAID, in addition to who made the decisions and under what authority, because that pertains to whether the Executive Branch exceeded its authority. But the bottom line is that the information we will seek are not the deliberations but the decisions themselves. The facts, not the opinions.

THE COURT: Okay. So leaving aside whether or not certain questions leading to certain answers might be protected by privilege or not, you're not planning to ask about mental processes of government actors in reaching a decision, and so that's not really an issue in contention as a practical matter. Is that accurate?

1 MR. WARREN: That's correct, Your Honor.

THE COURT: Okay. And then the letter also raises this issue about these officials being high-level Executive Branch officials who cannot be deposed under the Apex Doctrine, I suppose except for under particular circumstances which the Government says are not here.

I take it you don't agree with that or we wouldn't be here, or maybe you can just clarify what your view is on whether these officials meet that standard or not. And is the issue from your perspective they don't qualify for that category or that, you know, their circumstances still warrant, you know, whatever the extraordinary circumstances are, or both?

MR. WARREN: Well, there are a couple issues. But first, Your Honor is correct that we do not agree with the Government's position that the Apex Doctrine applies here and for a couple reasons.

The first is that the Fourth Circuit has never adopted the Apex Doctrine. It only recently acknowledged that the doctrine exists, which was last year, 2025. And District Courts within the Fourth Circuit have used the doctrine in contrast to other circuits to limit discovery that's intended to create abuse or harassment. That's not what's happening here, and the Government doesn't even allege that that's what's happening here.

But regarding the substance of the Apex Doctrine, even assuming that the Fourth Circuit recognizes it, we acknowledge that generally speaking deposing Apex officials is discouraged, but the reason why is because it's high-ranking officials are typically removed from the daily subject of the litigation and have no unique knowledge of the facts at issue. And that's something that District Courts in the Fourth Circuit have pointed out on several occasions.

I mean, the Apex Doctrine is rooted in the fact that the executive, the Apex executive lacks any knowledge of the relevant facts. It does not prohibit the deposition of executives who have personal knowledge that are relevant to the parties' claims and defenses.

So we really have two issues here. One is that the standard in other circuits is that the parties seeking the deponent must be able to show that the official has personal knowledge of the facts; and secondly, that other less burdensome avenues for obtaining that information have been exhausted.

Here, the first prong is easily satisfied. We need look no further than the Court's ruling in granting the preliminary injunction. The Court found that there were factual questions concerning Mr. Musk, Mr. Marocco, Secretary Rubio, all with regard to their exercise of significant authority. That pertains to both the Appointments Clause and the separation of

1 powers claims.

The Court also found that even in what position Mr. Musk occupied is a factual -- is in dispute and that's relevant to the continuing Government -- excuse me, the continuing Government position issue under the Appointments Clause and how it sits.

And Mr. Lewin, just like Mr. Marocco and Mr. Musk and Secretary Rubio, is at the center of the decisionmaking here. I mean, this is not a slip-and-fall case where the plaintiffs are seeking to depose these officials where someone fell outside a government building.

The knowledge that these officials, Mr. Musk, Mr. Marocco, Mr. Lewin, and potentially Secretary Rubio have, what they did, when they did it, and under whose authority is the heart of the factual dispute in this case.

Regarding the second prong --

THE COURT: Okay.

MR. WARREN: Sorry, Your Honor, I'll pause there.

THE COURT: Well, just for a second. I mean, the letter refers to Mr. Musk, Mr. Marocco, Mr. Lewin. Are you also seeking to depose Secretary Rubio or not?

MR. WARREN: We have not at this point, Your Honor, but we haven't received discovery yet. We haven't received document production from the Government despite the Court's deadline. We haven't received satisfactory responses to our

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interrogatories. So we can't make the determination at this point that we will not seek to depose Secretary Rubio but we also --

THE COURT: But you haven't asked for it, either.

MR. WARREN: We have not, Your Honor, because at this point we believe it would be premature anticipating the information we are entitled to receive from these other witnesses.

THE COURT: Um-hmm, okay.

So was there anything else you were going to add? Again, this isn't necessarily argument on the motion; although, to be honest, since this is a discovery issue, the hope is this doesn't turn into, you know, a long drawn-out briefing process. To some degree having some discussion today to narrow the issues is helpful. So beyond -- what else were you going to add? I don't want to cut you off.

MR. WARREN: Not a problem, Your Honor. I'll keep it brief, recognizing we're not having the argument on the issues today, but as the Court said, we are trying to identify the issues and whether there's even a need to have full briefing on this.

But the second prong of the standard under the Apex

Doctrine is that the -- no other witnesses have the knowledge

that these officials do and that other forms of discovery won't

suffice. Here, it's hard for the Government to argue that

other individuals have the knowledge that these individuals have considering they were at the center of the questions that are being asked, center of the decisionmaking process.

But additionally, it's impossible for the Government to say that we can obtain this information from other witnesses when they're not producing discovery. No documents were produced last week that had not been already published in other cases. Their discovery production was limited to four declarations submitted in other cases. Nothing internal, nothing that was nonpublic and, frankly, nothing that was responsive to the majority of the plaintiff document requests.

The Government says in their notice of motion that this information could be received -- to be obtained for interrogatories. The problem is they didn't provide adequate responses to many of our interrogatories.

And just by way of example, one of the interrogatories sought information about meetings that Mr. Musk had. This was an interrogatory sent to the DOGE defendant, that's U.S. Digital Service, DOGE, and to Ms. Gleason. And the Government responded flat out saying we're not going to provide this information, and now their position is we can't depose Mr. Musk about what meetings he had because we can obtain the information from other sources. They haven't provided the information.

THE COURT: okay.

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MR. WARREN: So it's certainly premature at this point to say that certain witnesses who are at the very center of controversy are off limits because the information can be obtained through other means.

I'm sorry for continuing, Your Honor, but that's all on that point.

THE COURT: Okay. So just quickly on the other side of this, and obviously, Mr. Siler, I have your letter which is quite detailed so I have a good idea of what your position is, but just on that last point, is it correct that you haven't produced discovery in response to the written requests leaving aside depositions?

MR. SILER: No, Your Honor. That is not accurate. We have responded -- we have provided substantive responses to interrogatories. And, you know, plaintiffs have identified some objections to our responses, there's some follow-up questions. We are conferring on those. We've taken those concerns back to our client agencies and we are trying to work out whether we can address those concerns.

On specifically the USCS issue that plaintiffs identified, we do have changing arguments because those are directed at the White House, but a similar interrogatory that was posed to the State Department we did respond to. And, again, they had some issues and had some follow-up questions with our response that we are conferring on.

with respect to documents, you know, our response deadline was last week. Rule 34 permits us to make our production at a reasonable time. We intend to make rolling productions beginning this Friday. You know, I don't need to beat a dead horse but there was a lapse in appropriations that set us back a little bit. We asked for an extension to our response deadline. We have offered on a few occasions to, you know, work on an agreement to -- or extended schedule for the end of discovery in this case, subject of course to our objections being overruled. And obviously we would have to put that before the Court but I don't -- we do not agree that it is accurate to say that we have not provided discovery in this case. Obviously there are issues that the parties are working out, as there is in every case, but it is just simply inaccurate to say that we have not produced discovery.

THE COURT: Okay. Well, as you all know from both the local -- Case Management Order, the local rules, and the federal rules, there's processes that the parties should go through among themselves before we have an actual motion on discovery, and the idea behind all those procedures is that things get worked out if they can be. So I encourage you to do that on all the issues that continue to remain in dispute, with the exception of the one that we're talking about now since we have gotten at least to the point of this letter.

What I would say at this point is, as I said, usually

these things are either worked out among themselves or when a discovery issue is first teed up for the Court, sometimes issues can be resolved orally through a conference like this, other times it requires the full motion. This is somewhere in between.

What I will say at this point is, first, I see three issues here. One is the argument that the request for discovery such as the depositions of Mr. Musk, Mr. Marocco, and Mr. Lewin is unnecessary and disproportioned to the needs of this case.

I entirely disagree with that. I think in the prior opinions it's been quite clear that there are factual issues and these three witnesses clearly have something relevant to those issues. And I don't understand the argument at all that it's disproportionate to the needs of this case. This is — these are the key people in the case. We're not talking about deposing hundreds of people on wide-ranging issues. This is very focused issues here. These are clearly key witnesses, so that argument's a nonstarter and I'm going to deny any argument or motion or argument that discovery should be barred because it's unnecessary and disproportionate to the needs of the case.

On the issue of whether discovery regarding the mental processes of government actors in reaching decisions is off limits, whether by privilege or otherwise, is not clearly stated in the letter what the reason is, which privilege, if

any, but that doesn't seem to be an issue that needs to be decided because the plaintiffs have said that they're not going to be pursuing that kind of discovery. So it's effectively not either ripe or it's moot. Whichever way you look at it, it's nothing that needs to be decided. The parties basically have an agreement that that won't be a subject.

On the third issue of whether these are high-ranking government officials who should not be deposed under this Apex Doctrine, I do think that is something that requires some -- a formal motion with some briefing on an expedited schedule with limited limitations on what needs to be said. We usually try to keep discovery disputes -- try to resolve them crisply and quickly without delaying the case.

It is a doctrine that, obviously, it's a very specific legal argument that's being made and I think, one, I don't want to conclude that the Government has said everything it could possibly say in the letter and certainly the defense, while having -- I'm sorry, the plaintiffs, although having made a little bit of an oral argument here, they should have an opportunity to present the cases that they're referring to.

So what I would ask everyone to do is to -- we'll have a very tight schedule on a motion on that issue of the Apex Doctrine. I would ask if the parties think they can make those arguments in five pages, is that something that you see any reason why we can't do that?

1 MR. SILER: Your Honor, I have a clarifying question, 2 if I might. On the first issue about --3 THE COURT: Sorry, which counsel is this? MR. SILER: Sorry, this is -- apologies, this is 4 Mr. Siler for the Government. 5 THE COURT: Yes. Go ahead. 6 7 MR. SILER: On the first issue that we raised -- on the first issue that we raised, and I understand both your 8 9 prior rulings and your ruling today that you do not wish to hear more on the proportionality argument. I think the 10 11 Government for purposes of preservation of that argument would like either a ruling prohibiting us from filing a motion on 12 13 that or, you know, the ability to preserve those objections in 14 a written motion. 15 That aside, I think we could work with the five-page limit 16 with respect to the -- I mean, Apex is, in my view, a bit of a 17 misnomer of the doctrine but we'll call it that for purposes -for these purposes the Apex Doctrine. I think we could get 18 19 that done in five pages, yes. 20 THE COURT: Okay. So I understand you want to 21 preserve arguments. I mean, if we were in a trial setting in the courtroom, I think the transcript of this discussion would 22 23 be sufficient. You've stated on the record you want to -- you 24 have a continuing objection to that ruling and this is

something -- this is, you know, we're on the record here, a

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      transcript could be ordered of this, so I think you're okay.
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            And then how about from your side, Mr. Warren, in terms of
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      five pages to respond on the Apex Doctrine?
                 MR. WARREN: Your Honor, that's sufficient for the
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      plaintiffs.
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                 THE COURT:
                             Okay. So today is November 19th, I
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                Could we hear from the Government, say, by Friday?
      It seems like you have already put this argument together
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 9
      largely through the letter anyways.
                 MR. SILER: Yes, that's sufficient timing for the
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      Government. This is Mr. Siler again. Apologies. That's
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      sufficient timing for the Government.
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            I would note that as of last night the plaintiff indicated
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      they wanted to take the deposition of Mr. Marocco I believe by
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      December 16th. I don't know if they are planning to stick to
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      that date, but I just flag that for the Court as a potential
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      timing issue.
                 THE COURT:
                                    I understand.
18
                             Sure.
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            So then from plaintiff's side, could you respond by, say,
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      Wednesday?
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                 MR. WARREN: Yes, Your Honor.
                 THE COURT:
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                             I mean, is Tuesday possible?
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                 MR. WARREN: Tuesday is possible, Your Honor.
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                 THE COURT:
                             Okay. That would be great, because that
      way we're rolling into the Thanksgiving weekend.
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Okay. So on the one hand knowing that, again, we try to keep discovery moving, so I am hopeful that we can get you an answer, maybe not immediately after that given the Thanksgiving holiday but perhaps first week of December. Probably well before the 16th, although I don't know far enough in advance that one could easily pivot. And my view is that while we try to keep everything on track, if the Court ends up delaying this process by taking longer in resolving the motion, then I'm not going to prejudice, I guess, whoever wants more discovery, we can probably add a little time at the end of the discovery period if that's the hang-up. So it wouldn't prevent the depositions or other discovery, whether it can be done on that date, unclear.

First off, I don't know what the ruling is going to be even if Mr. Marocco does even get to testify or has to testify, but then if he does whether we can have that by the 16th. I think we probably could, so I wouldn't say that that should be taken off the table. We'll do our best to get you a ruling in advance of that one way or the other.

And then typically for discovery, like I said, we don't even always have briefing on it, so I'm not sure and I would take the view, again, to keep these things moving that we don't need any reply briefs on this. This seems like it's a pretty discrete issue and we've already got the preview from the Government, so I'll take those two briefs of five pages each

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      and make a decision on the discovery question.
 2
            And we'll give you that stipulated protective order that
      will keep everything else moving.
 3
            Is there anything else we should discuss while we're here
 4
      today?
 5
                 MR. WARREN: Your Honor, this is --
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                 MR. SILER: Your Honor --
            [Indiscernible crosstalk.]
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 9
                 MR. WARREN:
                              I'm sorry, Jake. Go ahead.
                 MR. SILER: Oh, no, that's fine. I don't want to --
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11
      certainly want to give you the opportunity to speak. But this
      is Mr. Siler for the Government.
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13
            I mean, I do also want to flag for the Court that we have
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      a pending request for an interlocutory appeal that the
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      Government, and obviously that hasn't held up discovery so far,
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      but I think some of the arguments in that may become moot the
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      further into discovery we get, so we would ask just for a
      ruling at the earliest possible time.
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19
                 THE COURT:
                            No, I understand that, and we have it on
20
      our -- we definitely have it on our list. We know about it.
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      we're trying to work through that motion as well as all motions
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      that we get in all the cases. So yes, I understand that that's
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      there and I don't mind getting the reminder.
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            Anything else from the plaintiffs?
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                 MR. SILER:
                             Thank you, Your Honor.
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MR. WARREN: Yes, Your Honor. Again, this is Mr. Warren for the plaintiffs.

At a certain point we are going to seek an extension of the discovery deadline. I can get into the reasons why. The Court identified potentially some of the issues just a moment ago, but the bottom line is that discovery is not proceeding as smoothly as we'd hoped.

I think the parties have engaged in many e-mails and multiple meet-and-confers and we are making slow progress, but, as I mentioned before, there have been some issues with the Government's document production, with the response to written discovery, there's been some issues in terms of getting witnesses scheduled and serving deponents, and I won't, you know, belabor the point with the Court.

But my ultimate question at this moment is would the Court want us to file a notice of motion to extend discovery? The defendants have told us they'd agree to an extension. The issue at this point is we don't know exactly how far we will need to push discovery because it's going to depend how much discovery actually proceeds in a timely manner, but we did want to alert the Court that both sides agree that an extension of the deadline, the current discovery deadlines is necessary.

THE COURT: So, okay. And Mr. Siler, I think you had said earlier that at least to some degree in your view things have been slowed down by the shutdown, and so it would seem at

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a minimum just to adjust for that. There could be some extension. But do you have a -- I mean, it sounds like -- I mean, do you agree to some extension, although I don't know if you agree on how much?

MR. SILER: This is Mr. Siler. Yes. I mean, I believe we said this in at least one of -- maybe our extension motion with respect to discovery that there have been some delays related to the shutdown. We obviously did not obtain a stay of the case during that period, but given those delays, I think we would agree to some extension. I don't think the parties have at this point ripened that agreement to a specific timeline and I'm not sure that there will be a dispute about how long the extension would be, but I do think that is something that the parties could work on before we come back to the Court about the length of that extension.

THE COURT: So --

[Indiscernible crosstalk.]

MR. SILER: Apologies. Again, that would be subject to the specific obviously objections that we've raised about particular discovery.

THE COURT: Sure. I mean, I think we -- typically if we're all in agreement that some extension makes sense, if only just to adjust for the delayed ability of the Government to react during the shutdown, and then the usual approach, if you can reach an agreement, which is of course highly encouraged,

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you would just file a joint motion or consent motion. I know the Case Management Order consent motions don't need to be previewed. And with a proposed order that gives the old dates and the new dates and we can usually deal with that pretty easily.

If it's contested, then, you know, I might suggest some sort of notice like you've already filed, which probably doesn't have to be very detailed just to tee it up because if it's contested it's probably easier to deal with through a conference like this than to have briefing on dates and things like that, but hopefully it doesn't come to that.

And I don't mind, again, if you're waiting to see what happens with this current motion, again, I would like to try to tell you I can get you an answer pretty quickly but if for some reason I'm delayed, you know, you may build that into the process so maybe it makes sense to wait a little bit and see, one, do I delay the process by taking longer on this motion, obviously depending on whether these individuals are subject to deposition or not, that could affect how much time you need.

And so you might want to wait, but maybe we do have a common understanding that some extension is appropriate so that no one gets kind of caught off guard at the end of this and getting into the issues about, you know, whether the motion should have been filed earlier.

Is that agreeable to everyone?

7	i v
1	MR. WARREN: This is Mr. Warren. That is agreeable
2	to the plaintiffs, Your Honor.
3	MR. SILER: And this is Mr. Siler, yes. Agreed on
4	behalf of the Government.
5	THE COURT: Okay. Okay. So we'll issue an order
6	with the dates on the briefing and also issue the protective
7	order. Is there anything else we should discuss today?
8	MR. SILER: Not from the Government.
9	MR. WARREN: Not from the plaintiffs, Your Honor.
10	THE COURT: Okay. Thank you all very much, then.
11	наve a good day.
12	(The proceedings concluded at 10:30 a.m.)
13	CERTIFICATE OF OFFICIAL REPORTER
14	I, Amanda L. Longmore, Registered Professional Reporter and Federal Certified Realtime Reporter, do hereby certify that
15	the foregoing is a correct transcript of the audio-recorded proceedings in the above-entitled matter, audio recorded via
16	FTR Gold on November 19, 2025, and transcribed from the audio recording to the best of my ability and that said transcript
17	has been compared with the audio recording.
18	Dated this <u>20th</u> day of <u>November 2025</u> -S-
19	AMANDA L. LONGMORE, RPR, CRR, FCRR
20	FEDERAL OFFICIAL COURT REPORTER
21	
22	
23	
24	
25	

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